

layout for living

- planning in newfoundland
- kentish villagers share in planning
- news supplement

Published ten times yearly by the Community Planning Association of Canada to foster knowledge and concern about the development of our communities. Material herein may be reprinted for similar purposes if the original source is acknowledged.

The requirement for Membership is an unselfish interest in the object. Within the Association are provincial Divisions, and local Branches in cities from coast to coast; all fees received from provinces where Divisions are established are put at the disposal of those Divisions. Addresses of Divisional officers will be forwarded upon request. The national Executive Committee consists at present of: R. E. G. Davis, *President*, W. H. Clark, *Vice-President*, Eugene Chabour of Quebec, P. Alan Deacon of Toronto and John M. Kitchen of Ottawa. Alan H. Armstrong, *Executive Director*, Jean Cimon, *Co-Director*.

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covering the ground toward human goals

Canadian urban growth since V-E Day will be reviewed in Winnipeg next October 6, 7 and 8 at our *National Citizens' Planning Conference*. Our communities are being transformed before our eyes, and we are no longer the few who want planning: we are become a throng. House builders cry out for good layouts on serviced land; skilled investors look askance at haphazard projects; metropolitan editors protest the brave (nay, foolhardy) new world as now being built; city councils demand technical staff and fiscal powers to bring their careening municipal vehicles back under control; while the nation checks up on its strategic resources and their locations. Force of circumstance drives home the maxim: *The public interest now requires democratic direction of the use of land.*

Community building trends went long unheeded. Then faster, more complex and costly developments brought with them confusion, strife, speculation, blight, even physical and mental injury. Collective forethought appealed to some of us: joint exploration of the way ahead, conferring as to common goals. While steam locomotion led to travel clubs, smoking cities led to planning clubs. Presently there arose city-growth specialists (like travel agents) to work out alternative routes, to measure and survey, to interpret obscure signs on time-tables. We rely upon these professionals to propound the involved techniques whereby to reach planning goals.

But if only the expert can *define* possible objectives and specific consequences, only the public can then *choose* which to follow. Professional planners will no more properly impose the main goals for your community's future than Messrs. Cook would determine for you the main direction of your travels. The whole public, through governments, must select the major social and economic objectives.

This issue is supplemented by *Planning Briefs* reporting record rates of urban construction across Canada. We hope soon to see official direction overtaking this runaway town-building, since so many acknowledge that non-planning will no longer suffice. To drive our frenzied building-power toward human goals, the will-to-plan must be armed with planning facts and arguments. CPAC faces an immediate task: to know planning objectives attained elsewhere, to have informed opinions as to their appropriateness here, to inject these opinions into the quickening public stream of concern.

community planning association of canada, ottawa

we kentish villagers share in our plan

by sir stephen tallents

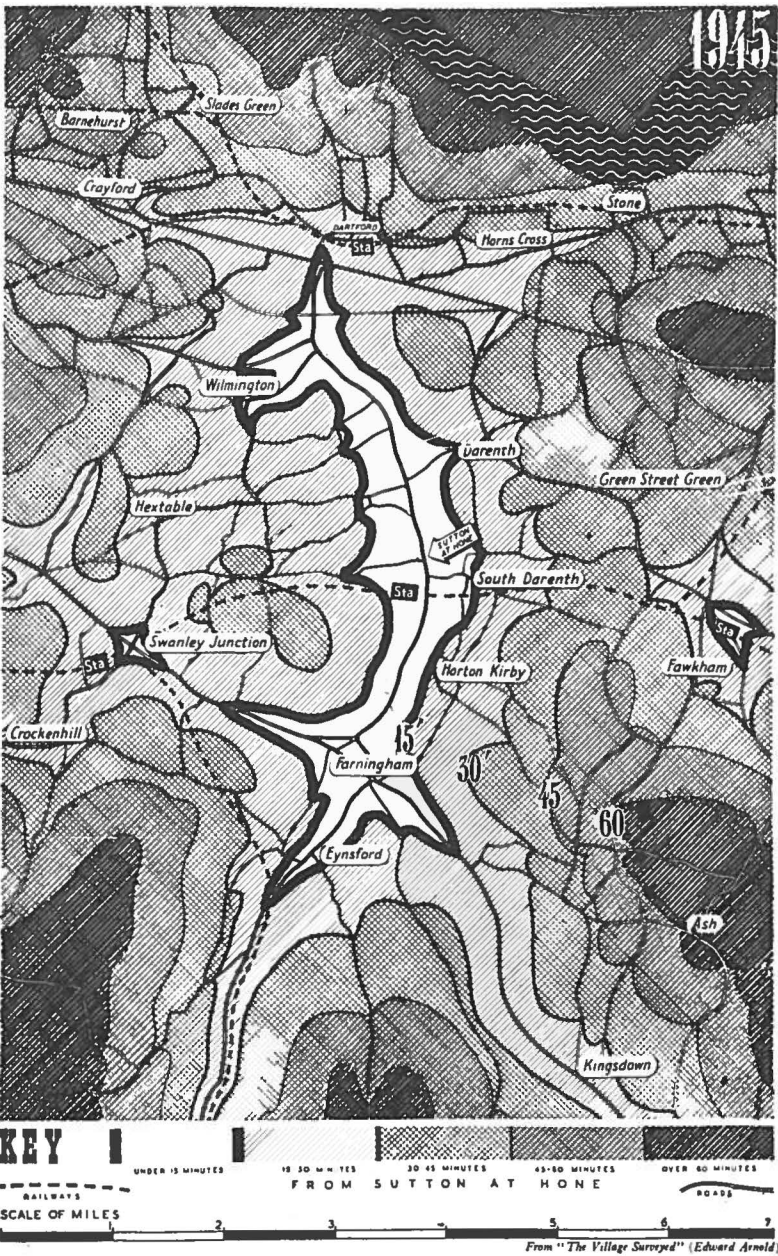
The author was formerly the Permanent Under-Secretary of the British Ministry of Town and Country Planning. He has long sought to enlist, through exhibits and films, the concern of the wider public in problems tackled on their behalf by specialists. He is now chairman of Cockade Limited, builders of models and displays. This article is printed with the kind permission of the author and of the Editor of The Geographical Magazine (London, England). Further details will be found in Cecil Stewart's *The Village Surveyed* (London, Edward Arnold, 1948, 12/6).

Four years ago I was spending my days at work in the adolescent Ministry of Town and Country Planning and my nights in an ancient village of Kent. From the Ministry I watched handsome, sometimes grandiose schemes being prepared for the remodelling of great English cities and their surroundings. At home I found little groups of my neighbours discussing the future of our village and wondering what could be done to meet if only its most urgent needs. I appealed to expert town-planning friends for a model to guide my village in the plotting of its future; but, though they discovered for me two or three interesting village studies of pre-war days, I could find nothing that seemed to meet our post-war requirements.

After some rebuffs I was lucky enough to interest the enlightened Leverhulme Trustees. In August 1945, they made a grant of £500 to enable Mr. Cecil Stewart, now Head of the Department of Architecture at the Manchester School of Art, then a lecturer at the Architectural Association, to carry out the project.

Chiefly for reasons of practical convenience, partly as a compliment to the birth-place of the idea, he chose for that purpose our village of Sutton-at-Hone. Now we make no claim for Sutton as a beauty-spot. "To the visitor," Mr. Stewart was to write, "it appears somewhat dull and monotonous." But inherited beauty was not what he sought in the village of his choice. We do claim, on the other hand, that ours is a community which has shown a commendable toughness in retaining the genuine characteristics of a village in spite of its nearness to London. We also regard its members as fortunate in having varied opportunities of employment—in farming, market-gardening and watercress-growing; in two or three local industries and outside our own borders.

The first point upon which Mr. Stewart insisted was that country planning today is a job for a team rather than an individual. A committee, I hear, has been considering what qualifications a planner of town and country needs. They must have been hard put to it to schedule all the forms of knowledge and the qualities—from geography to economics, from history and an eye for landscape to plain human sympathy—which the



complete planner should command. There are indeed today no more laymen in this field. All of us, as Mr. Stewart recognized, have something to contribute to its cultivation. Basing his choice on Patrick Geddes's famous division of the ground into Place, Folk and Work, he picked for his key unit a geographer, a sociologist and an economist. Later on a traffic expert, a landscape gardener and an engineer joined them. So did we, the villagers of Sutton-at-Hone.

His first studies were of the geographical setting of the village; and the symbols of the geographer pervaded his task. He illustrated many aspects of our village life—taking different areas, it is worth noting, for different purposes and so introducing the regional background—in a series of ingeniously devised maps, and thus incidentally paid a handsome compliment to the

virtues of the map as a conveyor of many besides topographical facts. One example of this series is reproduced here. The other thirteen ranged from *Location* (showing Sutton in relation to London and Southampton on the west coast and the Coast of France to the south) and *Growth and Change* (bringing out the growth of the village over the last century) to *Land Utilization* (in the 1930s and in 1946) and *Road Traffic Density*. Much of the material embodied in these maps was assembled from existing outside sources. . . .

The sympathy and help of the various local authorities concerned—our Parish and Rural District Councils in particular—were sought at the outset and readily given. Then we, the villagers, had to be wooed into partnership. The first approach was a meeting, baited with tea and buns, in our then shabby, since renovated, Village Hall, to which every household among us was invited to send a representative. It was a winter night outside, and a certain chill pervaded the earlier stages of the meeting, though it was enlivened later not only by the tinkle of teacups but also by the flashlights of a couple of press photographers. Of our population of some 900, there were about 50 present at the start and about 100 before the meeting ended.

That demure gathering was followed by a bolder move. A fortnight later our bus stops were picketed by pairs of well-coached students, who tactfully elicited from each of some 450 prospective travellers the purpose and destination of his journey. (One man only was reticent about his purpose, not his destination.) The results of this census were to startle us. They demonstrated that we spent £4,000 a year in escaping by 'bus from our village—for shopping, for work, or just for fun.

Then the schoolchildren, as the real beneficiaries of any scheme that might be devised for the betterment of Sutton, were enlisted. Mr. Stewart addressed them one morning, and offered them prizes for an essay on "My Plan for my Village." They all wanted, Mr. Stewart reports, a playing field; and a typical demand was for a "park near our house and a picture palace near by . . . and a little fish and chips shop further down the road." Later he held a parliament of 70 of the older children in the Village Hall. Every hand, it is good to record, was raised in favour of Sutton remaining a village. All but one wanted to go on living in the country. Of 33 boys, 21 favoured farming as a career.

By these gradual steps the investigation advanced to its final penetration of our privacies in the social survey. So small a community, Mr. Stewart and his team felt, was no material for Gallup polls or mass observations. Let every villager speak for himself. So they drew up with pains and skill a questionnaire, armed three young girl graduates with copies of it, and unleashed them to visit us, home by home. I will not dwell here on the rich store of information which that survey elicited. But for the credit of my neighbours and the encouragement of other villagers I will say that no one resented what I had myself feared might be regarded as an inquisition. Our three young visitors were welcomed wherever they went and were

frequently also entertained to tea. Their pilgrimage from door to door—and often back again to the same door by request to meet the breadwinner on his return from work—added a novel and an agreeable strand to the pattern of our summer.

So the great plan for Sutton came to leaf and flower. It respected Sir Patrick Abercrombie's finding that our stretch of the River Darent had been "miraculously preserved" and should never be violated. It gave us a few new houses, chiefly to meet present wants, and replaced our outworn terraces by homes which would turn their backs on the high road and look out on to a village green, playing fields and allotments. It provided a new school, a new Village Hall and a site, agreed with the education authorities, for a proposed new "Modern" School. It provided, too, for the wise and early planting of trees to make a comely setting for our remodelled village. It was the subject of a final meeting and a two-day exhibition in our Village Hall, with all eyes on a model, made by students of the Kingston Art School, of the Sutton-on-Hone of the future.

Two questions may well be asked about our Sutton survey. The first is: Was the survey of value to Sutton-at-Hone? The second is: How far are the methods employed applicable to other villages?

Mr. Stewart, on the basis of his survey, provided us with an admirable plan for the future of our village. Even the most loyal citizen of the Sutton of today would agree, I am sure, that his Sutton of the future would be a much better place to live in.

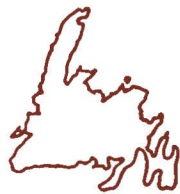
The making of a plan on the partnership system, which Mr. Stewart followed, helps to stretch the imagination of a village; and that, with villages as with men, is a valuable exercise. The possession of a plan provides the community with an instrument of vigilance—a yardstick against which to measure proposed minor changes. It yields, too, a store of suggestions when some opportunity for local improvement—in the form, it may be, of a memorial—appears.

Less directly, the survey made our village more interesting to us. No resident of Sutton could read the published report of it without finding there facts about his home place and the fields round it which he did not know before. A stranger had painted a portrait of our village and, just as a portrait of a man will bring out traits in him to which his own family are blind, so this portrait of our village brought out for us new qualities in our community.

Now for the second question. Can other villages hope to enlist for their replanning equivalent resources in money and personnel?

The Leverhulme grant of £500 had to bear the cost of trials and errors inseparable from a first experimental approach—a charge from which future surveys should be free. But even the sum of £500 is not a large premium for a community of nearly 1,000 to pay for an insurance policy against such losses of life, health, efficiency, comfort, happiness and beauty as village after village in our countryside, through lack of forethought, has suffered during the last 100 years. Here

—concluded on page seven



look to newfoundland

There is nothing of immodesty in the reflection that, after considering the question over some eighty-five years, Newfoundlanders have decided to join Canada. The map of America makes it seem that such a federation is coldly logical; the Newfoundlanders we have the pleasure of knowing have shown that in most matters we share a warm *common sense* of values. We look forward to meeting many more Newfoundlanders, and to realizing together the values we share. As

Members of the Community Planning Association of Canada, we are particularly concerned with the planning intentions developing in Newfoundland, and with the background of life from which they emerge. Here-with is an introductory outline.

The island of Newfoundland is a triangle some 42,730 square miles in area, with its base close to Latitude 47° N (as are Quebec City and Seattle), and its apex close to 52° N (as are Moose Factory and Bella Coola).

Harbour of St. John's

Labrador is a dependency of Newfoundland, with an area of 110,000 square miles (i.e., larger than New Zealand) extending north above the 60th parallel. The first European settlement in Newfoundland was a fishing village at the head of St. John's harbour; it was established more than a generation before Champlain came to Quebec, and was claimed for Queen Bess about 365 years ago.



ZONING PROPOSALS FOR

ST. JOHN'S

COMMERCIAL ZONES



INDUSTRIAL ZONES



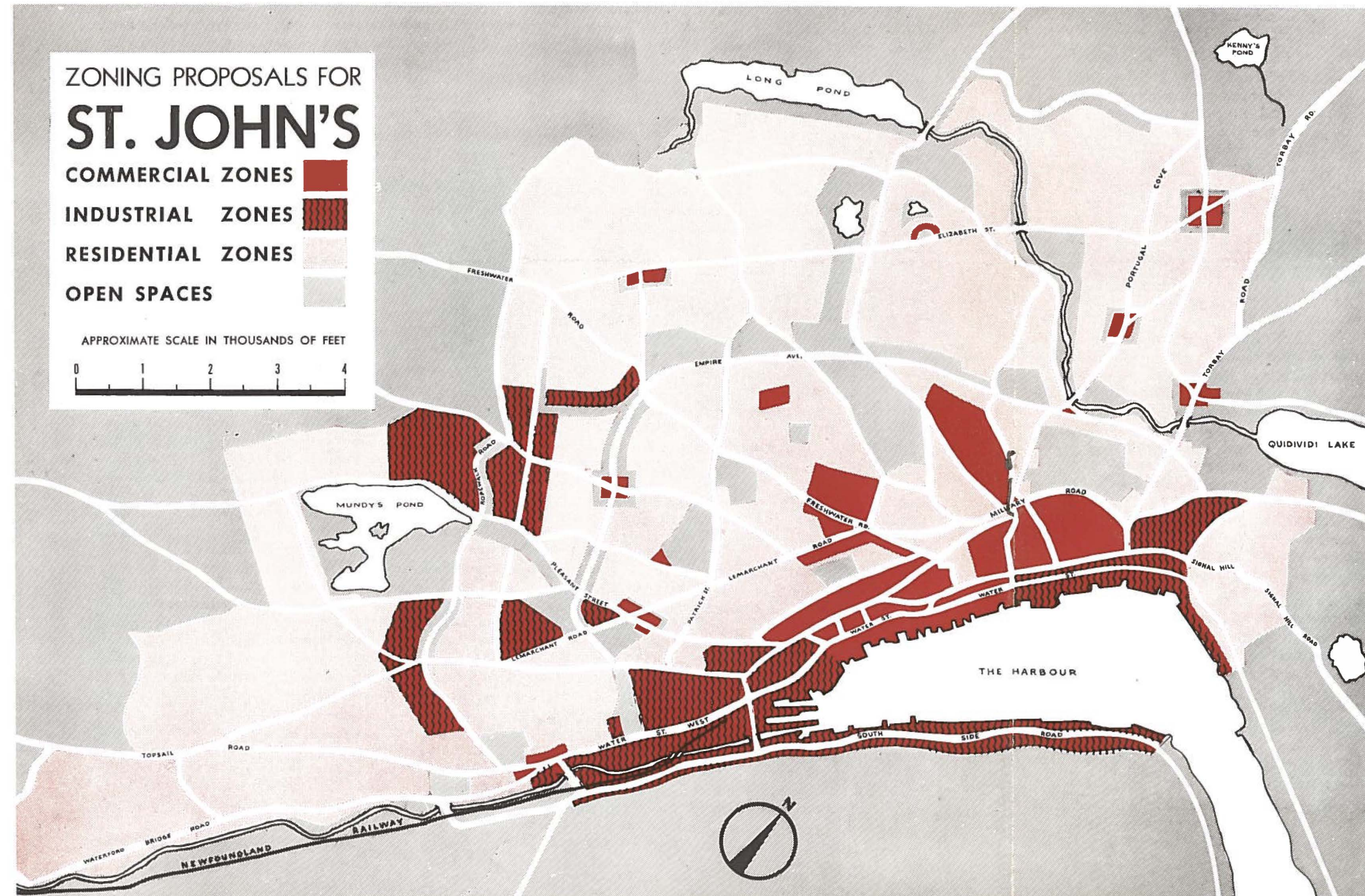
RESIDENTIAL ZONES



OPEN SPACES



APPROXIMATE SCALE IN THOUSANDS OF FEET



The present population of Newfoundland is approximately 320,000—of whom the majority live in small coastal settlements. About 50,000 live in St. John's and its out-ports. There are some ten other settlements of 2,000 or more inhabitants—most of them on the south and east coasts, or along the Newfoundland Railway. This line extends in an arc: from Port-aux-Basques at the southwest tip of the island up to Botwood on the mid-northeast coast, then down that coast to St. John's on the southeast extremity.

The principal industries of the island are fishing, pulp and paper, mining and transportation. Some two-fifths of the working force are cod-fishermen; more than half the island is forested; there are billions of tons of iron ore, as well as zinc, lead, copper and fluorspar. About 15,000 men are employed in the woods and in forest products industries, and some 2,500 in mining. The island is the focus of the northern Trans-Atlantic air routes.

Development of St. John's

The capital city, St. John's, is built on hills around its magnificent mile-long harbour. Along the south side, a steep hill rising to 700 feet has proved unsuitable for permanent building, which is thus limited to a narrow strip at the water's edge. The city spreads out upon the more gradually sloping northwestern shore, from Signal Hill at the east (entrance) end, up to the northern slope of the Waterford Valley at the harbour's head. Until recently, the built-up area was bounded by an east-west ridge running from Signal Hill towards Mundy's Pond (see plan). North of this ridge is a shallow platter around Long Pond and extending to Quidi Vidi Lake.

The settlement kept close to the harbour's edge because the economic life of the city has always been based on maritime activity; and in the days of paths and wagons, the hills were more forbidding than they now are. In addition, the tax on vacant land has been relatively low, with the resistance to selling (and therefore the price of land) correspondingly high. Enclosure between the south hill and northern ridge resulted in considerable crowding as the population grew (by some 20,000 in this century). Finally the pressure led to penetration of the new-found land beyond the northern ridge.

The principal streets (Water Street, New Gower Street, Lemarchant Road) are those paralleling the water's edge. The roads penetrating up the hills are of two kinds: those originally foot-paths—which are nearly at right angles to the shore; and those originally cart-roads—which radiate from the head of the harbour and take the slopes at easier angles. There are nearly 100 miles of paved roads in the St. John's area.

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newfoundland — from page five

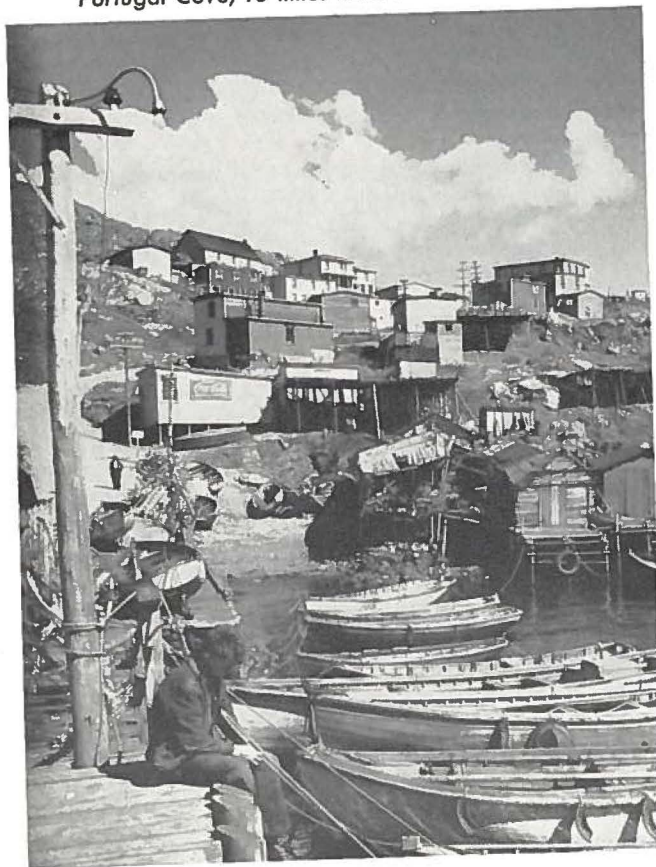
Fanning upwards from the harbour, the major industries are located somewhat as follows: dockyards, ship repair and supply; railway shops, foundry; repair garages; chemical products, wood and leather products; food, beverage and tobacco processing; textiles, printing, laundering. Scattered throughout the central city are small works within the dwellings of their owners. Central commercial firms are close to the harbour (see Map). Much of this area was rebuilt after the disastrous fire of 1892. Two or three commercial sub-centres have grown up in other areas. There are many 'corner' stores selling day-to-day necessities within their immediate areas throughout the city; characteristically, their owners live in the same buildings.

Civic buildings of substantial design are concentrated roughly in the centre of the principal Commercial Zone indicated on the map. Here are the Courts, Registry Office, City Hall, Police Headquarters, Museum and Library, Cathedral and metropolitan churches, lodges and union halls, pre-university college; they are adjoined by the chief motion picture theatres and blocks of professional offices.

Planning in St. John's

The St. John's Municipal Act of 1921 authorized the appointment of a six-man planning commission for the city. (This legislation does not seem to be paralleled for other centres.) In 1926 a Canadian consultant recommended the establishment of such a commission, which

Portugal Cove, 10 miles northwest of St. John's



took place the following year. In 1931 the Commission was authorized to prepare a plan of development, covering the city and the area within one mile of it. This plan was to be adopted by the Municipal Council; but like most of our cities, St. John's saw so little development in the 1930's as to make planning seem ineffectual.

In 1942 a Commission of Enquiry on Housing and Town Planning in St. John's was named by the Governor, under the Chairmanship of Mr. Justice Brian Dunfield. This Commission published five Reports in the years 1943 to 1945. In the *Third Interim Report* (June 1943) the Enquiry recommended the re-establishment of a Town Planning Commission, which was done in November 1944. Mr. Dunfield was made Chairman, and has as colleagues three leading citizens, the City Engineer and City Clerk. In 1946 was published a *Report on the City of St. John's* prepared for the Commission by Professor John Bland of McGill University; our map is based upon his chief proposals.

We commend the Reports of the Enquiry and the Commission to any who have to make concise presentations — of administrative and financing methods adopted in America and Europe, and of their realistic local adaptation — without losing sight of the human wants that these intricate systems were devised to supply. A number of recommendations in this three-year-old plan have already been implemented. Signal Hill is to be preserved as open space, and the Northern Suburb is well advanced in residential development (see below). However the recommended de-congestion of the central area has not yet proved possible.

Housing in St. John's

The *Third Interim Report* of this Enquiry had this to say: "Shortly, then, we find that there is a very serious degree of overcrowding and that a large proportion of our houses are of a very low grade; that the population is growing, that it desires to spread into more space, and that it needs better financial facilities for home-building. The remedy for our present condition is more and cheaper land for building, better and more extensive local transportation to make this land available, proper planning to make the most of our land, and cheap long-term loans both to assist the home-builder and to help in the reconditioning of poor houses. . . . The situation should be handled by a statutory Housing Corporation."

The Enquiry went on to recommend the development of the 'Northern Suburb' (roughly the area from Ropewalk east to Torbay Road, and from Empire Avenue north to the Long Pond). This area is greater than that of the City and was largely open pasture, with settlements strung along the roads. It was seen to provide for orderly expansion for a generation, without greatly lengthening the journey to work of those who would move there, and without drastic disturbance to agriculture—provided the expansion was carefully planned in stages.

The rest of us must admire the people of St. John's



Houses in Northern Suburb of St. John's

for the way they have set out to fulfill these proposals. The St. John's Housing Corporation will soon celebrate its fifth anniversary; it has been able to acquire over 800 acres of land in the Northern Suburb, and to build nearly 400 dwellings there. These are mostly located in the developing 'village' between Mayor Avenue and Rennie's Road—which is being provided with local shopping, utilities, bus service and other necessities.

When this central village in the Northern Suburb has been fully developed, it is intended to begin on one of the other two villages which will lie on either side of it—separated from it and from the city by belts of open space (see Map). Each village will form around a central green, on which are to front the public and semi-public buildings used by the villagers.

The land is being held by the municipal Housing Corporation, individual plots being leased on long terms when the houses on them are completed. Most of these houses are built for sale, but small apartment buildings are also intended. A few of the houses are shown in the photograph.

We hope that the care with which planning and housing needs are determined, the candour with which recommendations are made, and the courage with which they are carried out in St. John's will infect the rest of Canada in the years ahead.

—A.H.A.

planning for relaxation

If the needs of man are the primary motives in planning, the surroundings of man must be on a human scale. The plans for our towns must correspond to the demand for *rest* more than to the need for *movement*. Yet the primitive and sometimes ostentatious town planning tradition that is a heritage through the second French Empire from the baroque period especially aims at meeting the latter need; and the tradition has been willingly accepted by all those planners who regard the town plan as a traffic scheme . . .

The stay in an environment of dynamic character should be short; then it has a stimulating effect. Other-

kentish villagers — from page three

we have the best authority for assuming that a premium in at least that measure will be forthcoming in the future development of the countryside. Introducing into the House of Commons in January 1947 the bill which was to become the Town and Country Planning Act of that year, Mr. Silkin said:

We have, in the past, neglected the planning of our villages, and allowed some of the most beautiful of them to be spoiled by wholly inappropriate development. Life in the countryside must be made more convenient and its attractiveness maintained. . . .

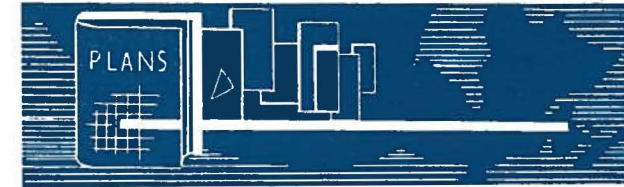
How will the local planning authority set about preparing the plan? The first step is the survey . . . I attach the greatest possible importance to this survey, which will present a reliable and detailed analysis of the community from every aspect, and an estimate of its future growth and needs. Without this survey no plan can be of any real value. It will need the co-operative effort of economists, geographers, sociologists and other professions to secure that all the facts about the area are known, including the characteristics and wishes of the people. Here there is room for considerable scientific research and the fullest possible collaboration with the universities . . . Next, the provisional plan will be exhibited and submitted to public opinion. . . . The people whose surroundings are being planned must be given every chance to take an active part in the planning process, particularly when the stage of detail is reached. . . .

That declaration, incidentally, whether consciously or unconsciously, was both an echo of, and a handsome compliment to, the formula which the pioneering Mr. Stewart had worked out for Sutton a year or two earlier. It also contains interesting suggestions as to the quarters from which the necessary technical help might be enlisted.

It is reasonable to suppose that the planning authority for the district could at least assemble the preliminary data obtainable from printed or other existent sources . . . The Universities, as Mr. Silkin suggested, and other centres of learning, might well contribute to the planning of many villages. A village provides just the raw material which both teachers and students in a variety of subjects need to give reality to their teaching and their studies.

wise it becomes tiring. Traffic should thus not be the pivot of the environment. The demand for life and movement which certain planners take as a motive for locating dwellings along traffic arteries should be met, but *not* by means of combustion engines but by man himself. Therefore the building density should be such that the part of the surrounding grounds not used for private gardens may be utilised for playgrounds, quiet places of rest, and foot paths where people move to and fro.

— from "Neighbourhood Planning and its Architectural Expression", the report of a study group under Goran Sidenblad of Stockholm at the Nineteenth Congress, International Federation for Housing and Town Planning.



Planning Briefs

Supplement to LAYOUT FOR LIVING No. 23, March '49

HALIFAX—The Minister of Highways and Public Works said that registered motor vehicles in Nova Scotia now number over 78,000; this is 20,000 above the pre-war figure. The active 1948 program of road and ferry improvements will be extended in 1949. Halifax County Planning Board urged more flexible methods for committing new roads to the Highways Department, observing that swelling subdivision activity called for re-classification of all county roads in terms of their immediate future use.

The National Defence department has turned over much land to the city in recent years; some suggest that the Dominion should preserve certain sites before the marks of their history have been effaced; the city's bicentenary this year might be the occasion. The continuation of the port's military value accounts in part for the anticipated increase in house-building. Expansion of educational plant is also urgently needed and will proceed. While a zoning by-law awaits adoption, the authorities have prohibited a new tavern "because of its proximity to the city hall".

SAINT JOHN—Value of buildings erected here in 1948 was about \$3 million, including two major projects: Rockwood Court housing and an addition to the Vocational School. There is renewed interest in the Chignecto Canal project, with an eye also to its hydro potential.

QUEBEC—First steps have been taken in developing the rich iron and other resources of the Quebec-Labrador border. Investments totalling a quarter-billion dollars are envisioned, comprising new harbours, towns and railways. Access to other rich minerals and forests would be gained, as well as fabulous hydro power.

Approval has been given by the Legislature to the formation of a regional planning authority for the capital city of the Province; mayors of 15 adjoining municipalities are studying the possible set-up, and have had suggestions from Jacques Greber. The Board of Trade is conferring with the railways on the re-location of trackage and terminal facilities.

The Legislature has approved amendments to preclude what were regarded as abuses of last year's housing Acts. The Premier indicated that the Province could not afford increased housing subventions, but asked for repetition of the financial aid given last year.

MONTREAL—Enormous interest surrounds the discussion of the St. Lawrence Seaway's effect upon present river ports. Informed observers believe that the improved advantage to the whole route, in competition with other great seaways into the continent, will far outweigh the by-passing effect on existing ports on the St. Lawrence. But this view is by no means unanimous.

The Director of City Planning announced that another chapter of the zoning code—this one relating to Villeray and Ahuntsic—will be ready for submission to Council in March. The area affected amounts to nearly a fifth of the city; special efforts were made to enlist the comments of the residents during the past two years, while the code was in preparation.

Nine months ago the City Council lopped \$299 off the price of each municipal vacant lot, if the buyer would promise to begin a new house on it in eight months. To prevent profitable re-sale, the City now withholds the discount until the buyer makes good his promise.

Canadian Lumbermen's Association spokesmen warned here on February 9 that timber stocks available to Canadian builders may decline; they explained that output for Canadians is geared to overseas market prospects, which (especially in Britain) have not warranted maintenance of recent production levels.

Geography Professor Kimble of McGill announced that the Summer School at Stanstead will take place this year from July 4 to August 13. Relationship of physiography to settlement will be stressed in field studies, and by such lecturers as Prof. Dudley Stamp, Sir Hubert Wilkins, Vilhjalmur Stefansson, and many others.

OTTAWA—Announcing the extension into 1949 of the federal government's aid in housing veterans, Reconstruction Minister

Winters said Central Mortgage and Housing would construct these \$35-a-month houses, under agreements with municipalities, "to the limit of the available supply of labour, materials, and (now scarcest of all) serviced land".

The City Hall continues to ask where new industries are to be located in the area, although sites in accordance with the National Capital Plan were federally acquired and announced over a year ago. The Auditor-General, a member of the National Capital Planning Committee, has queried these purchases. Municipal leaders complain of extensive tax-free areas, and also of proposed removal of a Crown agency outside the limits. New tax-surplus enterprises choose to locate beyond the city boundary, yet to expect urban services. The City already pays one quarter of the bill for suburban roads. Meanwhile, partial territory-annexation has been agreed to.

The Secretary of the high school board anticipates an increase from the present 5300 students to 9000 high school students here by 1962. Secondary schooling has grown much more than the population has in the past 30 years; tax levy per pupil in the same period has actually dropped, when the lower power of the dollar is allowed for. This is in marked contrast to levies per capita for such services as health, welfare, snow removal, garbage collection and fire fighting. As in Toronto, the school board has struck a committee to seek new school sites; close liaison with the Ottawa Planning Area Board is again to be hoped for.

TORONTO—The Welfare Department at Queen's Park has published standards of housing accommodation for the Province's elder married couples: centrally-heated one-storey cottages grouped around a central café, tuck shop and social centre. A full study of the bearing of accommodation lacks upon juvenile delinquency is suggested by the *Globe and Mail*. Prof. J. S. Morgan of the University School of Social Work points out that cash surpluses are not enough to fend off a depression: plans for socially useful works, that would develop skills in their creation and operation, must be stock-piled as fast as taxes are.

CPAC Members Anthony Adamson and James Murray recently addressed an extension course at the Royal Ontario Museum. The former described three possible cures to big-city headaches: (a) wide space between tall buildings; or (b) scattering out, a cottage on a couple of acres for each family; or (c) compact towns of about 50,000 with permanent open spaces between. The first is being tried in Marseilles and Brazil; the last is being tried in the British New Towns. Mr. Murray showed why new patterns of relationships between people require new layouts for their communities—but the latter are slow to change, even when the need is recognized.

The Toronto Branch of CPAC met at luncheon on February 1 to discuss, under Florence Philpott, Eugenio Faludi and Controller Saunders, the links between social planning and physical planning. A few days earlier, the Institute of Professional Town Planners held its Annual Meeting; Canadian planning successes and failures, and capital budgeting methods were discussed, in addition to the business of the Institute. Mr. Tracy LeMay is again President.

Annual meetings of the Canadian Construction Association, Ontario Federation of Labour and Ontario Association of Architects produced further reviews of the present rate of Canadian urban development. In 1948 the amount of building was well above the 1929 record, even after reducing the 1948 total to 1929 dollar values. Roughly reckoning, dwellings took up about 39%, commercial buildings 33%, and industrial and engineering 28% of the value of work done. No great rise in costs or slowing of activity was foreseen for 1949 by any authority; jurisdictional jealousies between agencies controlling or engaging in building were seen as hampering greater productivity throughout the process. Inter-government and inter-agency conferences were urged: on reserved public works, industrial location, land planning, financing, building codes and worker training. Continued support of CPAC was pledged by the C.C.A.

The *Globe and Mail* continues its regular editorial comment on the inadequacy of the city's organization for planning; co-ordination of

layout for living

A limited reserve of back issues, from March 1947 to date, is on hand for the use of Members and Branches desiring further copies.

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R Housing, Town and Country Planning Films
Mimeographed descriptive list of films readily available in Canada; prepared by National Film Board. **FREE**

S The Meaning of Citizenship
Royal Bank of Canada *Monthly Letter* for January 1948; our privileges entail solid efforts close to home. **FREE**

T What is Government Doing about Housing?
Summaries of recent national, Ontario and Quebec Legislation, revised to January 1, 1949. (Free to Members). **10c**

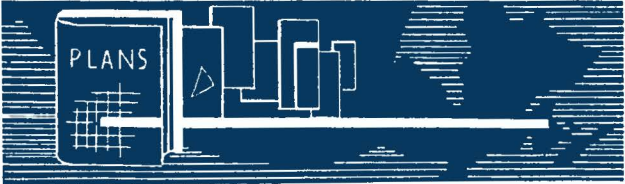
U Rents for Regent Park
Report by Humphrey Carver and Alison Hopwood for Civic Advisory Council of Toronto; describes housing subsidy systems in Britain, U.S. and Australia; outlines story of Toronto's first low-rental project and recommends a scale of "proportional budget rents" since adopted. Limited supply provided by Civic Advisory Committee of Toronto for CPAC use. **FREE TO MEMBERS**

V Houses for Family Living
Information compiled by Frederick Gutheim from Conference of Woman's Foundation; not a plan-book, but an attempt to describe the changing needs of the North American family. **25c**

W A Housing Program for Now and Later
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Planning Briefs

Supplement to LAYOUT FOR LIVING No. 23, March '49

HALIFAX—The Minister of Highways and Public Works said that registered motor vehicles in Nova Scotia now number over 78,000; this is 20,000 above the pre-war figure. The active 1948 program of road and ferry improvements will be extended in 1949. Halifax County Planning Board urged more flexible methods for committing new roads to the Highways Department, observing that swelling subdivision activity called for re-classification of all county roads in terms of their immediate future use.

The National Defence department has turned over much land to the city in recent years; some suggest that the Dominion should preserve certain sites before the marks of their history have been effaced; the city's bicentenary this year might be the occasion. The continuation of the port's military value accounts in part for the anticipated increase in house-building. Expansion of educational plant is also urgently needed and will proceed. While a zoning by-law awaits adoption, the authorities have prohibited a new tavern "because of its proximity to the city hall".

SAINT JOHN—Value of buildings erected here in 1948 was about \$3 million, including two major projects: Rockwood Court housing and an addition to the Vocational School. There is renewed interest in the Chignecto Canal project, with an eye also to its hydro potential.

QUEBEC—First steps have been taken in developing the rich iron and other resources of the Quebec-Labrador border. Investments totalling a quarter-billion dollars are envisioned, comprising new harbours, towns and railways. Access to other rich minerals and forests would be gained, as well as fabulous hydro power.

Approval has been given by the Legislature to the formation of a regional planning authority for the capital city of the Province; mayors of 15 adjoining municipalities are studying the possible set-up, and have had suggestions from Jacques Greber. The Board of Trade is conferring with the railways on the re-location of trackage and terminal facilities.

The Legislature has approved amendments to preclude what were regarded as abuses of last year's housing Acts. The Premier indicated that the Province could not afford increased housing subventions, but asked for repetition of the financial aid given last year.

MONTREAL—Enormous interest surrounds the discussion of the St. Lawrence Seaway's effect upon present river ports. Informed observers believe that the improved advantage to the whole route, in competition with other great seaways into the continent, will far outweigh the by-passing effect on existing ports on the St. Lawrence. But this view is by no means unanimous.

The Director of City Planning announced that another chapter of the zoning code—this one relating to Villeray and Ahuntsic—will be ready for submission to Council in March. The area affected amounts to nearly a fifth of the city; special efforts were made to enlist the comments of the residents during the past two years, while the code was in preparation.

Nine months ago the City Council lopped \$299 off the price of each municipal vacant lot, if the buyer would promise to begin a new house on it in eight months. To prevent profitable re-sale, the City now withholds the discount until the buyer makes good his promise.

Canadian Lumbermen's Association spokesmen warned here on February 9 that timber stocks available to Canadian builders may decline; they explained that output for Canadians is geared to overseas market prospects, which (especially in Britain) have not warranted maintenance of recent production levels.

Geography Professor Kimble of McGill announced that the Summer School at Stanstead will take place this year from July 4 to August 13. Relationship of physiography to settlement will be stressed in field studies, and by such lecturers as Prof. Dudley Stamp, Sir Hubert Wilkins, Vilhjalmur Stefansson, and many others.

OTTAWA—Announcing the extension into 1949 of the federal government's aid in housing veterans, Reconstruction Minister

Winters said Central Mortgage and Housing would construct these \$35-a-month houses, under agreements with municipalities, "to the limit of the available supply of labour, materials, and (now scarcest of all) serviced land".

The City Hall continues to ask where new industries are to be located in the area, although sites in accordance with the National Capital Plan were federally acquired and announced over a year ago. The Auditor-General, a member of the National Capital Planning Committee, has queried these purchases. Municipal leaders complain of extensive tax-free areas, and also of proposed removal of a Crown agency outside the limits. New tax-surplus enterprises choose to locate beyond the city boundary, yet to expect urban services. The City already pays one quarter of the bill for suburban roads. Meanwhile, partial territory-annexation has been agreed to.

The Secretary of the high school board anticipates an increase from the present 5300 students to 9000 high school students here by 1962. Secondary schooling has grown much more than the population has in the past 30 years; tax levy per pupil in the same period has actually dropped, when the lower power of the dollar is allowed for. This is in marked contrast to levies per capita for such services as health, welfare, snow removal, garbage collection and fire fighting. As in Toronto, the school board has struck a committee to seek new school sites; close liaison with the Ottawa Planning Area Board is again to be hoped for.

TORONTO—The Welfare Department at Queen's Park has published standards of housing accommodation for the Province's elder married couples: centrally-heated one-storey cottages grouped around a central café, tuck shop and social centre. A full study of the bearing of accommodation lacks upon juvenile delinquency is suggested by the *Globe and Mail*. Prof. J. S. Morgan of the University School of Social Work points out that cash surpluses are not enough to fend off a depression: plans for socially useful works, that would develop skills in their creation and operation, must be stock-piled as fast as taxes are.

CPAC Members Anthony Adamson and James Murray recently addressed an extension course at the Royal Ontario Museum. The former described three possible cures to big-city headaches: (a) wide space between tall buildings; or (b) scattering out, a cottage on a couple of acres for each family; or (c) compact towns of about 50,000 with permanent open spaces between. The first is being tried in Marseilles and Brazil; the last is being tried in the British New Towns. Mr. Murray showed why new patterns of relationships between people require new layouts for their communities—but the latter are slow to change, even when the need is recognized.

The Toronto Branch of CPAC met at luncheon on February 1 to discuss, under Florence Philpott, Eugenio Faludi and Controller Saunders, the links between social planning and physical planning. A few days earlier, the Institute of Professional Town Planners held its Annual Meeting; Canadian planning successes and failures, and capital budgeting methods were discussed, in addition to the business of the Institute. Mr. Tracy LeMay is again President.

Annual meetings of the Canadian Construction Association, Ontario Federation of Labour and Ontario Association of Architects produced further reviews of the present rate of Canadian urban development. In 1948 the amount of building was well above the 1929 record, even after reducing the 1948 total to 1929 dollar values. Roughly reckoning, dwellings took up about 39%, commercial buildings 33%, and industrial and engineering 28% of the value of work done. No great rise in costs or slowing of activity was foreseen for 1949 by any authority; jurisdictional jealousies between agencies controlling or engaging in building were seen as hampering greater productivity throughout the process. Inter-government and inter-agency conferences were urged: on reserved public works, industrial location, land planning, financing, building codes and worker training. Continued support of CPAC was pledged by the C.C.A.

The *Globe and Mail* continues its regular editorial comment on the inadequacy of the city's organization for planning; co-ordination of

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Planning Briefs (continued)

those municipal and metropolitan bodies with heavy capital budgets is especially urged. Traffic, transit and school locations are in the news. All the over-pavement signs and canopies on lower Yonge Street must come down, when the subways comes to be built. (Do any of them have to be put up again after?—Ed.) The appointment is announced of a qualified housing estate manager for Regent Park, first permanent municipal low rental housing, soon to be occupied.

WESTERN AND SOUTHERN ONTARIO—Sault St. Marie has considerable housing under way, and hopes to be on the Trans-Canada highway. Windsor is to be the site of an international airport serving Detroit; and Don Brown, M.P., said the St. Lawrence Seaway "would give to the industries of Windsor and other lake ports access to great new markets . . ." The London and Suburban Planning Board has recommended designation and improvement of by-pass routes for provincial highways now traversing the city; the Board plays host to the Southwestern Ontario Planning Conference on March 2 and 3. Some 35 communities are co-operating in soil conservation and flood control under the Thames Valley Authority; the 1200 square miles now have only 6% tree-cover, whereas a century ago there was 90% tree-cover. All three levels of government are to share in the contemplated \$8 million program of education, dam building, and planting of 25,000 trees. The Ontario Municipal Board has approved extension of Kitchener's boundaries. Guelph's Planning Board enters a new term of office, as do over 100 other Boards in Ontario; like Guelph, most of them seek land and a way to service it properly for needed new housing. In Hamilton, the Planning Director is co-operating with McMaster's Geography staff and students to find out how the city is growing toward the Toronto-Niagara highway.

WINNIPEG—The Director of the Metropolitan Plan has reported on its implementation to date, and recommended major transit route changes in South Winnipeg. The City has re-voted its support of the planning, and set up a new traffic survey branch. Designs are being prepared for two new bridges across the Red and Assiniboine Rivers; these were advocated in the Plan, and are the first trunk spans to be added in almost forty years. Meanwhile, City Hall is pressing for joint action to avoid a repetition of last year's serious flood damage; and a systematic investigation of the cost of street snow removal is under way.

Municipal officials are also studying some basic assessment changes, and the propriety of city land sales. A new comprehensive zoning by-law is before the Council for approval, as well as the problem of finding a new City Hall site. Council has never had a heavier agenda, and the greater part of it involves physical planning decisions.

The housing report of the Medical Officer of Health said 1587 dwelling units were built in Winnipeg in 1948; the shortage is now so acute that only one dwelling in two thousand is vacant. (To permit moving and repairs, about 1 in 50 is the normal vacancy rate.) Many inhabited places are unsanitary, and health officials—along with spokesmen for the Labour Council and other groups—see no cure other than a housing program sponsored by all governments. Another need is for health centres, like those now in use at Dauphin and elsewhere. The School Board needs 54 additional classrooms for elementary schools within the next six months.

Citizen interest is as evident as official activity; the referendum on a new collegiate site on St. Mary's Road brought anonymous protests in St. Vital; the Champlain Community Club objected to the designation of adjoining park land in St. Boniface for housing; Sir Sam Steel Home and School Association prepared to fight the location by the City of a "mountain of refuse" in Elmdale.

Elsewhere in Manitoba, planning news is also being made. Snow Lake, 67 miles north of Le Pas, is the first town to be developed under the new Local Government District Act of 1945. Mining works costing \$9 million, and a townsite costing about one-third of a million, are now laid out and connected by road and power lines in accordance with the plan. Some 2000 tons of medium grade ore are to be extracted daily. Planning and development activity is also in evidence in Flin Flon. Brandon is considering sale of city land for a large housing project under private auspices, aided by the National Housing Act.

EDMONTON—Intensive exploration for oil is proceeding along nearly 400 miles of the Alberta-Saskatchewan border. Edmontonians believe that theirs is to be the Canadian oil city, judging by the past year's record growth. The Industrial Commissioner reports that 68 new firms have come in 1948, 50 of them connected with oil; the latter represent a gain in population of some 12,000 persons, and

over \$2 million in new plant. The City itself is involved in a \$41 million program of schools, municipal buildings, works and utilities, and has appointed A. W. Haddow engineer-in-charge. Indefatigable Chairman Cecil Burgess of the Planning Commission asked that his body should have relief from scrutiny of minor sub-division proposals, in order to be able to advise on "matters of more general importance."

Controversy has developed over the location of a federal public building in relation to the proposed civic centre; a meeting of spokesmen for all governments, for architects and others interested has been proposed. Related to this are the projects for a new hotel, a \$4 million addition to the Macdonald, and the provision of off-street parking and loading space to obviate congestion.

The city wants power to expropriate land, even when private development is intended; this lever would greatly strengthen the public hand in directing orderly growth and change. But some would prefer that the power to declare the "public interest" in such cases be reserved to the courts.

Edmonton looked forward to 3000 new houses in 1949; but the city was not able to secure agreement of Central Mortgage and Housing that, to lower costs, a number of federally-aided dwellings should be one-bedroom units. Admittedly the shortage in Edmonton is more acute than elsewhere in western Canada; alternative schemes are being studied. Officials of the prairie provinces are meanwhile continuing the search, with Central Mortgage, for ways to improve rural housing. Building costs in Yellowknife, Grande Prairie and elsewhere in the far north are said to be deterring construction.

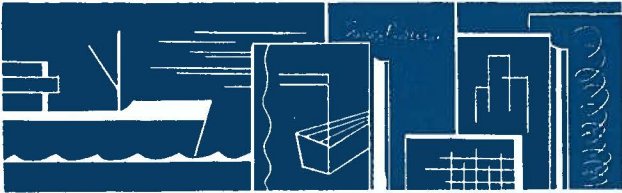
It is clear that Ottawa will put up half the cost of finishing the Trans-Canada highway—and will consequently make the decision between the Banff and Jasper routes. The Edmonton Chamber of Commerce wants the Province to develop highways to and within the Peace River region.

VANCOUVER—The number of families here is still increasing faster than houses are being built; greater Vancouver is close to half a million in population. The Mayor has said he would try to secure the agreement of the senior governments to a program by which to meet the housing needs; two Aldermen have found the Premier of B.C. sympathetic to the idea. The Sun says of subsidized housing: "There seems to be no other solution." Meanwhile public and private welfare agencies continue to report cases of misery traceable to the shortage of accommodation. On the brighter side, there has been a 44% increase over 1947 in the value of building done in the west—in Vancouver itself a 70% increase. Dwelling construction in Vancouver in the years 1944-48 amounted to \$70 millions.

House building is now commonly done in large projects, such as Renfrew Heights, Norgate Park, and Fraserview. The first two are now near enough in their final forms to show what a little imaginative community building can mean. Fraserview, a 1400-acre area near Fraser Golf Club, is in an early stage but looks like the most promising planned residential development in Canada. The first 300 acres of land have been expropriated and are being cleared for the building of 1200 units. A few of the present residents apparently did not understand the necessity for drastic change of the street pattern, as explained in the House of Commons on February 7 by the Minister of Reconstruction to Howard Green, M. P.

The City Council on January 18 inspected the sites of several impending projects around False Creek, where bridges and consequent changes of land use are planned. A fortnight later the Town Planning Commission published—but did not endorse—its consultants' report suggesting that the city plan be administered according to procedures outlined in 1928 in the U.S. (whereby the plan would be adopted and overseen by the Commission, rather than by City Council). City Hall officials were understandably reluctant to approve. The same publication says: "There should be an organization . . . for the purpose of promoting wider public understanding of the city plan . . ." (We think there is such an organization: the Vancouver Branch of CPAC.—Ed.)

Large housing projects are not limited to Greater Vancouver and Victoria, where the majority of British Columbians live. Prince George, Nanaimo and other centres are going ahead, and the new *Regional Industrial Index* of British Columbia shows why. A highway system to link B.C. centres and connect with the Trans-Canada road was described on January 12 by the Minister of Public Works, Mr. Carson. He said that \$20 millions had been spent in three years on highway improvements, and nearly \$10 millions will be spent in 1949. New routes to the U.S., to the Peace country and eastward up the Fraser were referred to. Some 7500 miles of highways are seen as B.C.'s basic road system.



Publications
for Distribution by the Association

We are adding to the stock of pamphlets available to Members and others on request from the national office. These are re-distributed at cost, so long as the supply lasts. The following are in preparation or on hand at present.

- A *Planning in Canada: 1948*
Reprint of the Director's summary for the *Daily Commercial News Review* and *Forecast*, Toronto 1948-49. **FREE**
- B *Community Planning is Common Sense*
The part of the voluntary group in meeting the problems of development of the urban community. **FREE TO MEMBERS. 25c**
- C *Community Planning in Canada*
A 58-page album of Canadian community plans, with notes in most cases by their planners. **FREE TO MEMBERS. 25c.**
- D *Community Planning in the Reconstruction Period*
Addresses by Rt. Hon. C. D. Howe and Maj. Gen. H. A. Young outlining our post-war planning challenge. **FREE**
- E *Planning; Suggestions for Canadian Communities*
An illustrated 64-page book by Prof. John Bland for the Canadian Chamber of Commerce; sets out the procedures now followed by most Canadian planning authorities. **TO MEMBERS: \$1.25**
- F *Planning Canada's Capital*
A private group of architects suggest aims to be pursued in planning Ottawa—or any city. **FREE**
- G *Planning Canada's National Capital*
By the National Capital Planning Committee; describes the background and main outlines of the official plan for the Federal District. **FREE TO MEMBERS**
- H *Your Stake in Community Planning*
Twenty-eight pages of essentials by the National Committee on Housing of the U.S.A. **35c**

- I *Town and Country Planning: a Reader's Guide*
Bibliographical details and lively comment on basic readings, by F. J. Osborn. **25c**
- J *Housing Progress Abroad, December 1947*
Full description of planning legislation and achievements in Britain and U.S.; one of a mimeographed series of quarterly reports by Central Mortgage and Housing Corp. **FREE**
- K *Zurich Housing and Planning Congress*
Special issue of the *News Sheet* of the International Federation for Housing and Town Planning; outlines housing and planning policies of a dozen countries, as presented in 1948 to the 19th Congress of the Federation. **FREE TO MEMBERS**
- L *Housing and Community Planning in Canada*
Special issue of *Public Affairs* for October 1947; contains statements of problems and policies by government and technical leaders. **15c**
- M *Is Town Planning a Pipe Dream?*
Study guide for *Citizens' Forum* broadcast of Nov. 12, 1948; a short re-statement of fundamentals. **FREE TO MEMBERS**
- N *Community Planning and Control of Land Used*
Helpful books and pamphlets listed in *American City* magazine for March 1947, with U.S. prices. **FREE TO MEMBERS**
- O *Veterans Seek Purchase of Greendale*
Reprint from *American City* for January 1949; a sequel to Clarence Stein's article in *layout for living* No. 21. **FREE**
- P *Ajax, Canada's Newest Industrial Community*
Illustrated brochure on new Ontario city being developed by Central Mortgage and Housing Corporation for ultimate population of 30,000. **FREE**

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